

Appendix 4

Service and Community Impact Assessment (SCIA)

Front Sheet:

Directorate and Service Area:

Communities – Planning & Place

What is being assessed (e.g. name of policy, procedure, project, service or proposed service change):

Connecting Oxford

Responsible owner / senior officer:

Sue Halliwell, Director for Planning & Place

Date of assessment:

November 2019

Summary of judgement:

There are risks of negative impacts relevant to the following characteristics/areas:

- Age
- Disability
- Pregnancy and maternity
- Sex
- Rural communities
- Areas of deprivation
- Other council services
- Other providers of council services

The assessment recommends:

- Further assessment of these risks
- Further consultation with the communities and individuals identified
- Consideration of changes to the proposals to mitigate the risks identified

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Detail of Assessment:

Purpose of assessment:

Briefly summarise why you have done the assessment (e.g. in response to new or proposed changes to a policy, project, contract or service delivery).

This assessment is being carried out in response to a new project, Connecting Oxford.

Ideas put forward in the Connecting Oxford plan are based on the policies and strategy in the county council's Local Transport Plan, and more specifically, the Oxford Transport Strategy.

The proposals are still at a relatively early stage, with no decisions having been made yet about the scheme. An informal public engagement exercise was carried out in September and October 2019. Over 3000 responses were received. The purpose of this SCIA is to:

Provide a high level summary of the known issues at this stage, to inform a Cabinet decision in January 2020; and

Inform the next stage of work on the project, if approved by Cabinet.

You should also include the following statement to clearly set out the reasons and context for undertaking the assessment:

Section 149 of the Equalities Act 2010 ("the 2010 Act") imposes a duty on the Council to give due regard to three needs in exercising its functions. This proposal is such a function. The three needs are:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic, and those who do not.

Complying with section 149 may involve treating some people more favourably than others, but only to the extent that that does not amount to conduct which is otherwise unlawful under the new Act.

The need to advance equality of opportunity involves having due regard to the need to:

- remove or minimise disadvantages which are connected to a relevant protected characteristic and which are suffered by persons who share that characteristic,
- take steps to meet the needs of persons who share a relevant protected characteristic and which are different from the needs of other people, and

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- encourage those who share a relevant characteristic to take part in public life or in any other activity in which participation by such people is disproportionately low.
- take steps to meet the needs of disabled people which are different from the needs of people who are not disabled and include steps to take account of a person's disabilities.

The need to foster good relations between different groups involves having due regard to the need to tackle prejudice and promote understanding.

These protected characteristics are:

- age
- disability
- gender reassignment
- pregnancy and maternity
- race – this includes ethnic or national origins, colour or nationality
- religion or belief – this includes lack of belief
- sex
- sexual orientation
- marriage and civil partnership

Social Value

Under the Public Services (Social Value Act) 2012 the Council also has an obligation to consider how the procurement of services contracts with a life value of more than £173,934¹ might improve the economic, social, and environmental well-being of the area affected by the proposed contract, and how it might act to secure this improvement. However, it is best practice to consider social value for all types of contracts, service delivery decisions and new/updated policies. In this context, 'policy' is a general term that could include a strategy, project or contract.

Context / Background:

Briefly summarise the background to the policy or proposed service change, including reasons for any changes from previous versions.

Connecting Oxford is a project to develop and implement transport congestion management schemes in and around Oxford. The project is being promoted jointly by Oxfordshire County Council and Oxford City Council.

Connecting Oxford is part the Oxford Transport Strategy, which is in turn part of the county council's fourth Local Transport Plan. The principles are supported by Oxford City Council's new Local Plan. The plans are also part of the two council's efforts to address the causes of climate change.

Oxfordshire needs a modern, efficient, reliable, affordable and sustainable transport system. This means transforming transport connectivity and how people move

¹¹ [EC Procurement Threshold for Services](#)

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around, while ensuring everyone has access to employment, education, health, retail, and leisure.

Vitally, it also means moving Oxfordshire's transport system to one that is largely zero emission, and as close to zero-carbon as possible, within 20 years. This will improve people's health and wellbeing and reduce transport's contribution to climate change.

To make this vision a reality, Oxfordshire's transport system needs to encourage more walking, cycling and use of public transport, and reduce the number of motor vehicles on the roads, particularly in and around Oxford. Connecting Oxford will play a major part in delivering this vision.

Proposals:

Explain the detail of the proposals, including why this has been decided as the best course of action.

The Connecting Oxford proposals consist of five new traffic restrictions (two in the city's Eastern Arc and three in the city centre); a workplace parking levy in the Eastern Arc; new and improved bus services in the Eastern Arc; and walking and cycle route improvements across the city. The core elements of the proposal are the traffic restrictions and workplace parking levy, and these were the focus of the public engagement in September/October 2019.

The rationale for the proposals is set out in the documentation published online. The rationale for the Oxford Transport Strategy (OTS - of which Connecting Oxford forms part) are set out in the OTS, also published online.

Evidence / Intelligence:

Explain any data, consultation outcomes, research findings, feedback from service users etc that supports your proposals and can help to inform the judgements you make about potential impact of different individuals, communities or groups.

The evidence base for the OTS is summarised within the OTS itself; likewise, the Connecting Oxford public engagement document includes the key evidence base for the Connecting Oxford proposals specifically. The evidence base that supports the proposals currently includes high level traffic modelling completed for the OTS, routine traffic and air quality monitoring, workplace parking surveys, research from other cities in the UK and elsewhere, and feedback from the recent public engagement.

This SCIA is informed by feedback from the recent public engagement, as well as by UK and international research on transport demand management and air pollution, and independent professional advice on the implications of traffic restrictions for people with disabilities.

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Alternatives considered / rejected:

Summarise any other approaches that have been considered in developing the policy or proposed service change, and the reasons why these were not adopted. This could include reasons why doing nothing is not an option.

Alternatives to the overall strategy set out in the OTS were considered as part of the OTS and are covered within the OTS document, published online.

Alternatives to the Connecting Oxford proposals are covered within the information about Connecting Oxford published online.

In summary, doing nothing is not an option because the problems of poor transport connectivity (caused mainly by traffic congestion), local air pollution, and climate change would remain and worsen if nothing is done.

Alternatives such as building more roads are not appropriate, as these would offer only temporary connectivity improvements and would not address local air pollution and climate change issues.

Opportunities to improve sustainable transport infrastructure (including bus, cycling and walking routes, and railways) are limited by the space available in a constrained city like Oxford, and by the availability of funds. The construction of large infrastructure projects of any kind also consumes resources and contributes to climate change.

The preferred strategy is therefore to make the best possible use of existing transport infrastructure by reducing the number of private cars on the roads, thereby allowing space to be reallocated to sustainable modes of transport, which can offer improved connectivity whilst reducing local air pollution and tackling climate change.

The councils believe the Connecting Oxford proposals are the fairest, most effective way of reducing traffic. Alternatives such as a congestion charge have been considered but are not being progressed at this stage because a congestion charge would not achieve – and sustain – the same level of traffic reduction as traffic restrictions, particularly if it applied only to the city centre.

A congestion charge covering the whole city would require a large number of enforcement cameras and involve hundreds of thousands of daily transactions; this would make it expensive to operate, with less funding available for transport improvements.

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Impact Assessment:

Identify any potential impacts of the policy or proposed service change on the population as a whole, or on particular groups. It might be helpful to think about the largest impacts or the key parts of the policy or proposed service change first, identifying any risks and actions, before thinking in more detail about particular groups, staff, other Council services, providers etc.

It is worth remembering that ‘impact’ can mean many things, and can be positive as well as negative. It could for example relate to access to services, the health and wellbeing of individuals or communities, the sustainability of supplier business models, or the training needs of staff.

We assess the impact of decisions on any relevant community, but with particular emphasis on:

- Groups that share the nine protected characteristics
 - age
 - disability
 - gender reassignment
 - pregnancy and maternity
 - race – this includes ethnic or national origins, colour or nationality
 - religion or belief – this includes lack of belief
 - sex
 - sexual orientation
 - marriage and civil partnership
- Rural communities
- Areas of deprivation

We also assess the impact on:

- Staff
- Other council services
- Other providers of council services
- Any other element which is relevant to the policy or proposed service change
- How it might improve the economic, social, and environmental of the area affected by the contract **if the Public Services (Social Value) Act 2012 applies**

For every community or group that you identify a potential impact you should discuss this in detail, using evidence (from data, consultation etc.) where possible to support your judgements. You should then highlight specific risks and any mitigating actions you will take to either lessen the impact, or to address any gaps in understanding you have identified.

If you have not identified an impact on particular groups, staff, other Council services, providers etc. you should indicate this to demonstrate you have considered it.

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Impact on Individuals and Communities:

Community / Group being assessed (as per list above – e.g. age, rural communities – do an assessment for each one on the list)

Summarise the specific requirements and/or potential impact on this community / group, and then highlight the most significant risks and mitigating action that has been or will be taken.

Age

Risks	Mitigations
<p>Older people (excluding impacts related to disability, which are considered separately)</p> <p>Survey data: Over 65 years olds were slightly more likely than the average respondent to say traffic restrictions would make their journeys worse, but slightly less likely than average to say the WPL would make their journey worse.</p> <p>Some older people may be more reliant on their car, even if they have no disability, so they may be negatively affected by the proposals, particularly the traffic restrictions because they may increase the duration and length of car trips. This may in turn exacerbate loneliness or isolation for those affected.</p>	<p>Assess further through detailed modelling and social impact assessments</p> <p>Consider limiting hours of operation of traffic restrictions to minimise impact on older people</p> <p>Continue to engage groups representing older people in subsequent consultations</p>
<p>Young people</p> <p>Survey data: insufficient responses to draw any conclusions</p> <p>School age children may be negatively affected if the traffic restrictions make it harder for parents to drop off their children at school.</p> <p>Young people at work may be disproportionately affected by the WPL because their salaries are likely to be lower.</p>	<p>Assess further through detailed modelling and social impact assessments</p> <p>Consider limiting hours of operation of traffic restrictions to minimise impact on school age children</p> <p>Continue to engage with schools and groups representing young people</p>

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Disability

Risks	Mitigations
<p>Survey data: people with a disability were significantly more likely than the average respondent to say that the traffic restrictions would make their journeys worse, and slightly more likely to say the WPL would make their journeys worse. The survey did not ask whether a person's disability made them more reliant on a car.</p> <p>People with a disability that makes them more reliant on travel by private car (either as a driver or passenger) may be negatively affected by the traffic restrictions and/or WPL because the cost, duration and length of car journeys may increase.</p>	<p>Assess further through detailed modelling and social impact assessments</p> <p>Consider limiting hours of operation of traffic restrictions to minimise impact on people with disabilities</p> <p>Consider exemptions and discounts for blue badge holders</p> <p>Continue to engage with groups representing people with disabilities</p>

Gender reassignment

Risks	Mitigations
<p>No specific risks identified</p> <p>Survey data: insufficient responses to draw any conclusions</p>	Not applicable

Pregnancy and maternity/paternity

Risks	Mitigations
<p>Pregnant women, who during their pregnancy have a temporary disability which falls into one of the two categories identified in the "Disability" section above</p> <p>Risks as identified above</p>	See above

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<p>Parents with very young children, using pushchairs etc, who are more reliant on travel by car</p> <p>People in this group may be negatively affected by the traffic restrictions and/or WPL because the cost, duration and length of car journeys may increase.</p>	<p>Assess further through detailed modelling and social impact assessments</p> <p>Consider limiting hours of operation of traffic restrictions to minimise impact</p> <p>Employers do not have to pass on the WPL charge to staff, and may offer discounts or exemptions for parents with children if they do pass on the charge.</p>
<p>Parents with children who are more reliant on travel by car because they drop/collect their children at school or childcare using their car</p> <p>People in this group may be negatively affected by the traffic restrictions and/or WPL because the cost, duration and length of car journeys may increase.</p>	<p>Assess further through detailed modelling and social impact assessments</p> <p>Continue to engage with schools and school transport providers</p> <p>Consider limiting hours of operation of traffic restrictions to minimise impact</p> <p>Employers do not have to pass on the WPL charge to staff, and may offer discounts or exemptions for parents with children if they do pass on the charge.</p>

Race – this includes ethnic or national origins, colour or nationality

Risks	Mitigations
<p>Survey data: BAME or mixed race respondents were as likely as the average respondent to say the traffic restrictions and WPL would make their journeys worse.</p>	<p>See above</p>
<p>No specific risks identified</p>	

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Religion or belief – this includes lack of belief

Risks	Mitigations
Survey data: insufficient responses to draw any conclusions	See above
No specific risks identified	

Sex

Risks	Mitigations
<p>Survey data: female respondents were significantly more likely than male respondents to say the traffic restrictions and WPL would make their journeys worse.</p> <p>On average, women are less likely to cycle than men, and are more likely to transport young children to school, childcare or other destinations. Women may also have greater personal security concerns about using public transport.</p> <p>The traffic restrictions and WPL may therefore negatively affect women to a greater extent than men.</p>	<p>Assess further through detailed modelling and social impact assessments</p> <p>Consider limiting hours of operation of traffic restrictions to minimise impact</p> <p>Employers do not have to pass on the WPL charge to staff, and may offer discounts or exemptions for parents with children if they do pass on the charge</p>

Sexual orientation

Risks	Mitigations
Survey data: lesbian, gay or bisexual respondents were significantly less likely than average respondents to say that the traffic restrictions and WPL would make their journeys worse.	
No specific risks identified	Not applicable

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Marriage and civil partnership

Risks	Mitigations
<p>Survey data: married or civil partnered respondents were slightly less likely than average respondents to say that the traffic restrictions and WPL would make their journeys worse.</p> <p>No specific risks identified</p>	<p>Not applicable</p>

Rural communities

Risks	Mitigations
<p>Survey data: respondents from outside the OX1 to OX4 postcode areas were significantly more likely than average respondents to say that the traffic restrictions and WPL would make their journeys worse.</p> <p>People living outside Oxford are much more likely to be reliant on car travel to access destinations in Oxford.</p> <p>People living in rural communities may be negatively affected by the proposals, because they are likely to have less access to alternative modes to the car.</p>	<p>Assess further through detailed modelling and social impact assessments</p> <p>Consider role of Park & Ride</p> <p>Consider limiting hours of operation of traffic restrictions to minimise impact</p> <p>Employers do not have to pass on the WPL charge to staff, and may offer discounts or exemptions for people who live in places with poor access by non-car modes</p>

Areas of deprivation

Risks	Mitigations
<p>Survey data: not available</p> <p>WPL may negatively affect people on lower incomes.</p> <p>The proposals may harm the local economy, which would particularly affect people in more deprived areas.</p>	<p>Assess further through detailed modelling and economic/social impact assessments</p> <p>Employers do not have to pass on the WPL charge to staff; even if they do, they may choose to base the amount charged to each member of staff on their salary (e.g. a % of salary rather than a fixed amount)</p>

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Impact on Staff

Summarise the specific requirements and/or potential impact on staff, and then highlight the most significant risks and mitigating action that has been or will be taken.

No additional risks identified for staff that are not covered by the “Individuals and Communities” section above. The county council has several offices and other premises in Oxford, but these are generally in locations accessible by non-car modes, and do not have a large amount of car parking for staff.

The county council will need to decide if and how it passes the WPL on to staff.

Impact on other Council services

Summarise the specific requirements and/or potential impact on other council services, and then highlight the most significant risks and mitigating action that has been or will be taken.

There is a risk of negative impacts on:

- Recruitment & retention of skilled staff (particularly teachers/teaching assistants, social workers)
- Operational travel (for example, by social workers making home visits)

These risks need to be further assessed through detailed modelling and economic/social impact assessments, and need to be discussed with the service areas affected.

Impact on providers:

Summarise the specific requirements and/or potential impact on providers of council services, and then highlight the most significant risks and mitigating action that has been or will be taken.

There is a risk of negative impacts on providers’ transport and travel requirements (for example, contracted staff making home or site visits, deliveries to council premises).

These risks need to be further assessed through detailed modelling and economic/social impact assessments, and need to be discussed with any service areas affected.

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Social Value

If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area.

How might the proposal improve the economic well-being of the relevant area?

Not applicable

How might the proposal improve the environmental well-being of the relevant area?

Not applicable

Action plan

Summarise the actions that will be taken as a result of the assessment, including when they will be completed and who will be responsible. It is important that the officer leading on the assessment follows up to make sure the actions are completed, and updates the assessment as appropriate. Any significant risks identified should also be added to the appropriate service or directorate risk register, to ensure they are appropriately managed and reviewed.

Action	By When	Person responsible
Detailed modelling and economic/social impact assessments	Summer 2021	Joanne Fellows
Further discussion with communities/individuals at risk of negative impact and groups representing them	Summer 2021	Joanne Fellows
Formal consultation to include all communities/individuals at risk of negative impact, and groups representing them	Summer 2021	Joanne Fellows
Consideration of changes to the proposals, including discounts and exemptions, to address residual risks identified after two actions above have been completed	Summer 2021	Joanne Fellows

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